Revenue (1958), Department

Ms. SERIES.

G.O. No 445

Dated 28-2-1748

[Despatch Abstract.]

PUBLIC SERVICES - Madras Secretariat Service - Appointment as Deputy Collectors and Commercial Tax Officers - Representation of the Madras Secretariat Association - Orders passed

Back Papers

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
Cms	10503	Rev	6-11-47	G.	40	Rev.	11-3-35
	2587		16-11-42		1099 (Layfield)	Rev	22-7-24
	1376		1-6-40		96		22-1-24
	33		6-1-37		890A		6-6-23
	2289		23-10-36.				
	573		31-3-26.				
Dev	2899		15-2-27.				

Further Papers.

G.O.	No.	Department.	Date.	G.O.	No.	Department.
Cls.	276	Rev.				

The Madras Secretariat Association

President:
M. Sargunam, B.A. ,
Secretary:
S.L. Dorairajan, B.A.,BL.,
Treasurer:
A.Venkateswara Rao, B.A.

Fort St. George,
Madras.
1st September, 1947.

To

The Secretary to the Government of Madras,
Revenue Department, Fort St. George,
MADRAS.

Sir,

Sub: Public Services - Madras Civil Service - (Executive Branch) and Commercial Tax Officers - Recruitment from Madras Secretariat Service.

On behalf of the Madras Secretariat Association, I am directed to address the Govern ent on the question of recruitment to the Madras Civil Service (Executive Branch) and the Cadre of Commercial Tax Officers by transfer from the category of Superinte dent in the Madras Secretariat Service.

2. The Madras Secretariat Service represents admittedly the pick and flower of the non-gazetted services in the province. The members of this service are required to possess higher academic qualifications and are carefully selected on a competitive basis. They have the unique privilege of serving from the start of their official career as the devoted and humble assist to the High Priestts of administration of the Province. From t very nature of their work, they acquire a wide and varied knowl of many branches of administration and a commendable skill in noting and drafting and also make themselves fit for higher pos of trust and responsibility. In spite of all this, the only opening to higher posts now available to members of the Secreta Service is appointment as Assistant Secretaries but such appointments are very few a d far between.

3. No doubt, there is provision in the Special rul relating to the Madras Revenue Subordinate Service for the tariat Upper Division Clerks to be appointed as Deputy Tahsildars and for the Secretariat Superintendents to be appointed as Tahsildars, so that they can work up their way to the Madras Civil Service (Executive Branch) in due course. But, actual experience of the working of this provision has shown that it has not been availed of to any appreciable extent on account of se veral restrictive factors. Till recently, the Secretariat Upper Division Clerks who have passed the prescribed tests can be deputed for the Survey and Revenue Inspector's Training only after completing six years' service in the Upper Division.- (this period has now been reduced to two years). After such training, they become eligible for inclusion in the Deputy Tahsildar's list only if they hold a substantive post and have put in 8 years' service, including service as Revenue Inspector for a complete fasli year. Even after becoming so qualified, they have had to wait indefinitely for a considerable time, as, till last year, only two candidates from all the city offices put together could be selected annually. This number has now been raised to a maximum of 6 per annum. By the time the qualified Upper Division clerks could actually go out as Deputy Tahsildars, they are promoted as Superintendent in the Secretariat or are actually in the run for such promotion with the result that they do not prefer to go out as Deputy Tahsildars on a lower scale of pay and status than those of Superintendents. Likewise, there are certain limiting factors preventing Superintendents from going out as Tahsildars.

P.T.O.

Superintendents eligible to go out as Tahsildars have to work as Deputy Tahsildars and Stationery Sub-Magistrates for a period of one year and then wait for their chances for appointment as Tahsildars along with other reverted probationers awaiting re-appointment in the districts. As this again entails a financial sacrifice on the part of the Superintendents, they do not prefer to go our as Tahsildars. The net result of that most of them have to stagnate and retire as Superintendents and the Secretariat has be come a 'cul-de-sac' for aspiring and taler men. This unsatisfactory condition is greatly impairing the morale and efficiency of the Madras Secretariat Service.

4. The Madras Secretariat Association has more than once brought this state of affairs to the notice of the Govt. with with a view to finding a suitable remedy. Recently the Association requested that provision might be made for recruitment of select Superintendents in the Secretariat to the junior cadre of the new All-India Administrative Service but the request has not been accepted by the Govt. I am directed to suggest that the Madras Civil Service (Executive Branch) and the cadre of Commercial Tax Officers which have of late become very much depleted on account of the numerous demands made on them in recent years, will provide a suitable opening for Superintendents in the Secretariat. The Association considers that oft-repeated objection that Secretariat Superintendents do not have enough district or executive experience for appointment to the Madras Civil Service (Executive Branch) is hardly to enable. Experience is after all only a relative factor. While Tahsildars have expeirience of only one branch of th administration in a particular district, the Secretariat Superintendents have experience of several branches of [redacted]inistration throughout the Province. As already men-[redacted]ned in paragraph 2 above, the Secretariat Superintenden[redacted]e a high tradition of their own in regard to qualifica-[redacted]ons, administrative knowled[redacted]e and skill, and integrity. [redacted]n their usual aptitude for learning new things, they can quickly [redacted]uire during a brief preliminary training (of, say.3 months [redacted]ach of the revenue, magisterial and taxation branches, [redacted]he case may be) the further specialised knowledge [redacted]red for carrying out these functions and with the [redacted]al general knowledge and other attainments which they [redacted]dy possess, they can be expected to acquit themselves better than their compeers in the districts. A periodical and regular flow of select Superintendents from the Madras Secretariat Service into the Madras Civil Service (Executive Branch) and the cadre of Commercial Tax Officers will not only provide a much needed opening for the former but will also improve the fabric and raise the tone of the latter.

5. I am therefore to request the Government will be so good as to make necessary provision for recruitment to the Madras Civil Service (Executive Branch) and to the cadre of Commercial Tax Officers of Superintendents from the Secretariat by transfer and also to reserve a definite per centage of these posts to be filled annually by such recruitment

Your obedient Servant,

sd. x x x
Secretary

/True Copy/

GOVERNMENT OF MADRAS,
Abstract:

PUBLIC SERVICES - Madras Secretariat Service - Appointment as Deputy Collectors and Commercial Tax Officers - Representation of the Madras Secretariat Association - Orders passed.

Revenue Department.

G.O.Ms.No.445 Dated 28th February 1948.
Read the following:-

From the Secretary, The ~~Ma...~~ Madras Secretariat Association, letter no. nil, dated 1st September 1947.

O R D E R:

The Government have considered the requests of the Madras Secretariat association contained in its letter read above. They see no grounds to comply with the requests.

(By Order of His Excellency the Governor)

sd. x x x,
14-2-48.

To the Secretary, the Madras Secretariat Association, Madras.
s/c/ 2

/True Copy/ 7.6.54.

OFFICE ASSISTANT,
MADRAS RECORD OFFICE.

RS/2/2/1954

29/3/54

Note File.

SUMMARISING NOTE:

To A.S.

Please see the Secretariat Association's letter on pages 1-3 C.F. The Association requests that Superintendents in the Madras Secretariat Service should be recruited by transfer to the Madras Civil Service (Executive Branch) and to the posts of Commercial Tax Officers. Secretary wanted the requests to be examined and H.M.(L.R.) wanted a note as to the facilities which can be afforded for recruitment into the executive (districts) branches. Under the rules, there is provision for sending out Secretariat Superintendents only as Deputy Tahsildars and Tahsildars but not as Deputy Collectors and Commercial Tax Officers. Upper division clerks in the Secretariat can also be sent out for training as Revenue Inspectors as explained in detail on pages 1-8 ante. The existing position as regards all these provisions is as briefly indicated below.

2. REVENUE INSPECTORS: Secretariat clerks can be deputed for training as Revenue Inspectors within 18 months of their confirmation in the Upper division or after six years' acting service in the Secretariat which should include the period of satisfactory completion of probation in the Upper division in the Secretariat, subject, however, to their passing the Revenue Test. In the districts including the Madras Collectors' Office, however, acting lower division clerks are deputed to undergo Survey training and to serve as Revenue Inspector, provided they have completed their probation satisfactorily and are not likely to be discharged from service for want of vacancies. In the Board's Office, lower division clerks with four years' service as much as much may be sent out as Revenue Inspectors.

3. DEPUTY TAHSILDARS: The qualifications prescribed for appointment of Secretariat clerks and superintendents for appointment as Deputy Tahsildars are those enumerated on page 7 ante. Ordinarily, a Secretariat clerk is eligible for appointment as Deputy Tahsildar if he has served in a post of lower or upper division for a period of not less than eight years, 2 years of which should have been in the post of upper division clerk, if he has held the post of a lower or upper division clerk in a substantive capacity and rendered satisfactory service as Revenue Inspector in charge of a firka for the prescribed period, in addition to his being otherwise qualified for it by passing the prescribed tests. The appointment of Madras clerks (viz. Madras Secretariat Service or/and Madras Ministerial Service employed in the offices of the Board of Revenue and the Collector of Madras) as Deputy Tahsildars which was restricted to two prior to 1945 was increased to 6 per annum in 1946. The list of approved candidates for recruitment as Deputy Tahsildar by transfer from the members of the Madras Ministerial Service employed in the Offices of the Board of Revenue and the Collector of Madras and from the members of the Madra Secretariat Service shall be prepared by the Board of Revenue for the Province as a whole and the Board shall, as and when necessary, allot candidates from this list, to particular districts in the order specified in Rule 6 of the Madras Revenue Subordinate Service Rules, as if it applied to the Province as a unit. A candidate so allotted to a district shall be appointed as Deputy Tahsildar in the first vacancy that arises in that district after his allotment.

P.T.O...

4. TAHSILDARS: Appointment to the category of Tahsildar in the Madras Revenue Subordinate Service shall be made from among Deputy Tahsildars, or by recruitment by transfer from among persons who have served for a period of not less than two years on duty as Superintendents in the Madras Secretariat or in the Office of the Board of Revenue. No such superintendent shall be eligible for inclusion of his name in the list of approved candidates for appointment as Tahsildar unless he has passed the Revenue Test, the Criminal Judicial Test and the Account Test for Subordinate Officers and has rendered satisfactory service as Revenue Inspector in charge of a firka for the period prescribed. He should, after inclusion of his name in the list of approved candidates, undergo training to the satisfactorion of the Board of Revenue (i) as a Taluk Deputy Tahsildar with third class magisterial powers for a period of not less than six months, and thereafter; and (ii) as a Sub-Magistrate or a Deputy Tahsildar Sub-Magistrate in full magisterial charge of a taluk or sub-taluk for a period of not less than six months.

In order to ensure continuity of service as Deputy Tahsildar in the district to which a Madras Officer is allotted, during the period of the training referred to above, it is usual to relax rule 7(a) of the Madras Provincial and Subordinate Services Rules prescribing the order of discharge for want of vacancies in favour of the candidate sent from the Madras Offices as a Tahsildar. Superintendents of the Secretariat and the Board of Revenue sent out to districts as Tahsildars or Deputy Tahsildars are not allowed to draw pay or increment in excess of that sanctioned for Tahsildars or Deputy Tahsildars as the case may be. They can, however, draw only their pay at the time of such appointment as Tahsildar or Deputy Tahsildars as the case may be in the appropriate scale of pay of Tahsildar or Deputy Tahsildar. Even in the matter of actual appointment as Tahsildar after training as Deputy Tahsildar and Stationary Sub-Magistrate, such candidates will have to wait their chance along with the district people. The seniority of such people as Tahsildar will be determined only by the dates of their actual taking charge as Tahsildar after training as Deputy Tahsildar and Sub-Magistrate referred to above.

The scales of pay of the several categories in question before and after the recent revision are as indicated below:-

Category	Prior to the recent revision in G.O.78, Finance, d/6-2-47.	According to the revised scales in G.O.78, Fin, d/6-2-47
Superintendent, Madras Secretariat Service.	1st Grade 200-20-400	All Superintendents, Rs.200-20-400
	Ordinary Grade 175-25/2-200-30/2/260-40/2-300-50/2-350	
Superintendents in the Board's Office.	Senior Superintendents.	250-15/2-280-20/2-300 and 175-15/2-220 250-10-300 190-10-240
	Junior Superintendents.	100-10/2-150 140-5-190
Tahsildars in the M.R.S.S.	Rs.175-15/2-250	200-10-300

Unlike the case of the Superintendetns in the Board's Office, there is no incentive to Superintendents in the Secretariat who draw more or at least equal to the pay of a Tahsildar and that too with a far higher maximum and larger increments than Tahsildars, for going out as Tahsildars after putting in two years on duty as Superintendent in the Secretariat. This accounts for the failure of the Secretariat Service to avail of the opportunity to go out to the districts.

5. DEPUTY COLLECTORS: Under the rules there is no provision for appointment by transfer of Secretariat Superintendents as Deputy Collectors. They should only go out as Deputy Tahsildars or Tahsildars as pointed out in the foregoing paragraphs and qualify themselves for further promotion as deputy collectors from the Madras Revenue Subordinate Service. The question of permitting them to revert to their permanent service in the City after duly qualifying themselves for promotion as deputy collectors with the prescribed service as Tahsildars etc. was examined in the extract of notes in the L.F. The question for consideration in this file is whether the request of the Secretariat Association for appointment of Superintendents in that service who have not had the prescribed service as Tahsildar, as Deputy Collectors by transfer will be considered. The main reason pressed by the Association for such a request is that they have no suitable openings for higher posts and that this is resulting in stagnation at the Superintendent's level. The practice of sending out Secretariat men without any district experience as deputy Collector straightaway was in vogue prior to the issue of statutory rules. It will be seen from page 26 of notes to G.O.No.96, Revenue, dated 22-1-1924 that five such men were appointed since 1910. Since 1924 this practice was stopped and the practice since then was only to send out deserving Superintendents as Tahsildars - please see in this connection para 1 of the note on p.10-cf. of G.C.No.1099, Revenue, dated 22-3-1924 and also Sri Md.Habibulla's minutes on pages 15-17 of the notes to G.O.No.96, Revenue, dated 22-1-1924. Since then statutory rules have been framed and the rules as detailed in the foregoing paragraphs have come into force.

The Secretariat Association now requests that in view of their high academic qualifications and their wide and varied knowledge of administration of the Province acquired in this Office, necessary provision should be made for recruitment by transfer of Secretariat Superintendents to the Madras Civil Service (Executive Branch) without insisting on the qualifications prescribed for the transfer of a Madras Revenue Subordinate Service man as Deputy Collector. The Association considers that the oft-repeated objection that Secretariat Superintendents do not have enough District or Executive experience for appointment to the Madras Civil Service (Executive Branch) is hardly tenable, that they can quickly acquire during a brief preliminary training, say 3 months in each of the revenue and magisterial branches the specialised knowledge required for carrying out those functions and that with the general knowledge and other attainments which they already possess they can be expected to acquit themselves better than their compeers in the District. Attention is in this connection invited to the notes of the late Chief Secretary to Government (Mr.Scott Brown) in G.O.Rt.No.786, Public (Services), dated 13-8-1947 to the effect that if anything was to be done to the Secretariat staff, it would have to be by recruitment as Deputy Collector, after probably a spell at least as Tahsildar. In that connection, he has admitted the fact that there are, as it is, limited openings from the Secretariat to the Revenue Services. Nothing was however

P.T.O.

d ne in this regard then, as the Association's reques then was for appointment to the Indian Administrative Service, and also as it was held that there was no case for any action on that point then. It is, however, for consideration whether the late Chief Secretary's suggestion referred to above will be perused? If so the question as to the qualifications which should be prescribed and the training which should be given to such candidates will be further examined in consultation with the Board of Revenue and the Madras Public Service Commission.

6. COMMERCIAL TAX OFFICERS: The Secretariat Association also requests that for the same reasons pressed for the recruitment of Secretariat Superintendents as Deputy Collectors by transfer which are beiefly set forth in the preceding paragraph, Secretariat Superintendents should also be recruited by transfer as Commercial Tax Officers with a brief preliminary training, say for three months. No such transfer is admissible under the present system or under the draft rules which are separately under consideration. The number of Commercial Tax Officers' charges is at present very limited (21 only) and with the existing incumbents of these posts and the necessity of absorbing as Commercial Tax Officers, Inspectors of Excixee found surplus to the requirements of the Excise Department on account of the introduction of Prohibition, there will hardly be any chance for acceding to this request of the Mxx Secretariat Association. This request need not perhaps be pursued.

7. Orders are solicited on the above points. Public (Ser) and Finance may perhaps see for such remarks as they may wish to offer on the above points but that may be only after the Hon'ble Ministers for Land Revenue and Finance indicate the action, if any, which xxx they may propose to take. (It seems unnecessary to circulate this to other departments for remarks unless the H.Ms. are inclined to pursue any of the requests of the Association).

sd. x x x,
21-11-47

The main claim put forward in the representation is that the Secretariat staff which represents the "pick and flower" of the Non-gazetted services of this Province" do not have adequate chances of promotion and that therefore the Superintendents of the Secretariat should be promoted direct as Deputy Collectors and Commercial Tax Officers. It is also urged that "the oft-repeated objection that the Secretariat Superintendents did not have enough district and executive experience is hardly tenable". This really is the crux of the matter. Is the question to be viewed from the point of view of prospects of the Secretariat men or the efficiency of the Revenue Department as a whole? In my view there can be only one answer to this question his subject has been discussed from various angles during the last many years, and always the main objection has been that a man who has spent 10 or 15 years of his service within the Secretariat except for two years as Revenue Inspector - now reduced to one - will find it difficult in many cases to adjust himself to the hurly-burly of life in the districts. Past experience of men who have gone out from the Board's office and the Secretariat supports this view. The Board and Government have always held that unless a man acquires a certain amount of experience as Tahsildar he cannot be expected to make a success of the job of Deputy Collector, because the essence of the latter job is to supervise and control the work of Tahsildars. He will be a bold man who says that this view is wrong.

2. The office refers to views which were advanced in 1922, 1923, and 1924. This is somewhat beside the point, because the views were expressed at a time when opportunies for promotion for Secretariat men were very much fewer and also no regular arrangements existed by which Secretariat men could go out and get themselves qualified as Revenue Inspectors, Deputy ~~Collectors~~ Tahsildars and so forth. The Office note gives an account of how the present provisions work. It is important to bear in mind that in this connection there has been a major change within the last year or so. Till quite recently the number of men who could be sent out from all the City offices including the Board of Revenue and the Secretariat every year as Deputy Tahsildars was two. It has now been raised to six, and already indications are that enough qualified men of the requisite standard will not be forthcoming or if they are forthcoming that the men concerned or the heads of the offices in which they work will be unwilling that they should go out. If under the existing provisions an officer goes out and stays on in the mofussil he has adequate opportunies for getting included in the Deputy Collectors' list if free competition with other members of the Revenue Subordinate Services.

. The essence of the matter is really this. The Secretariat works on the 'closed office' principle. Persons entering the Secretariat service, it is true, should possess higher qualifiations than clerks in the other offices But as against this, their pay is better, the volume of work much ligher and its nature more specialized. Normally he looks for promotion only within the office, the highest post open to him being that of an Assistant Secretary. In the old days, there was probably only one Assistant Secretary in each department. This is no longer true on account of increase in the volume of business everywhere in the Secretariat. To cite one example, Revenue has now four Assistant Secretaries, including one Assistant Secretary to replace the I.C.S. under-Secretary, in place of 1. I imagine conditions are more or less the same in other departments. A logical extension of this principle may be that posts upto Secretaries should be open to members of the Secretariat Service. This, however, depends on Government's policy. In the past Secretaries have been drawn from the I.C.S. and listed-post holders, the idea being that actual knowledge of the conditions under which administration is carried on in the districts is essential for a proper appreciation of the problems which have to be decided in the Secretariat. On the whole, this system has worked very well in Madras and the fact that the I.C.S. Will be replaced by I.A.S. cannot make much difference to the ultimate policy. But I see no reason why posts up to Deputy Secretaries in the Secretariat should not be thrown open to members of the staff.

I referred earlier to the unwillingness both of Heads of Offices to send out the members of the staff of the latter themselves to go out as Deputy Tahsildars even when they are selected. The reason for this is that promotion within the Secretariat have also in recent years been more rapid. By the time an Upper-division clerk gets qualified to be included in the Deputy Tahsildar's list he is probably a Superintendent whose initial pay is now Rs.200/- whereas a Deputy Tahsildar even under the Reorganisation scheme is paid only Rs.150/-200/-. Naturally the clerk prefers not to go out under these circumstances. But the point for the present purpose is this, that the Secretariat man cannot have it both ways. He cannot eat the cake and keep it too. If, on general grounds, it is accepted that

P.T.O....

experience as Revenue Inspector, Deputy Tahsildar and Tahsildar is essential before a man can perform the duties of Deputy Collector adequately, it will not do for the Secretariat clerk to say "I won't acquire these qualifications because while I am at that task, I shall be losing money". In other words, he cannot, on the one hand, bar the doors of the Secretariat to all outsiders (except the I.C.S. or the I.A.S.) and on the other claim special privilege for himself in other services like the M.C.S.(Executive Branch).

It is true that the Deputy Collector's is not a technical job in the sense that an Assistant Engineer's or a Deputy Superintendent of Police's is. But it does require certain special training and a certain amount of acquired skill. It is no use pretending that simply because a man has a high academical qualification to start with and has been one aspect of district administration at the Secretariat level, he will automatically make a good executive officer. The question thus arises, have these Secretariat clerks drawn from different departments any special claims for promotion in the Revenue Department proper?

4. Another point to be borne in mind is this: This request like so many others arises out of the picture of rapid promotion which the Revenue department in the mofussil has in recent years presented. It is not sufficiently realized however that this is only a temporary phase. Already the reverse tendency has begun to show itself. With the contraction of Civil Supplies and the disappearance of the various other special jobs created during war time, we will find many recently promoted Deputy Collectors, Tahsildars, and Deputy Tahsildars probably going back to their original posts. That has relevancy in the present connection in two ways. The Secretariat man will be even less keen to go out and acquire qualifications when the prospects of competitive promotion diminish still further. On the other hand, it will be unfair to the Revenue department men who are likely to be reverted in large numbers and who will be painfully looking forward for promotions in their own department to have Secretariat men coming in at the Deputy Collector level and reducing still further their chances of re-promotion which have recently been reduced somewhat by Government's decision to fill 1/3 of the annual number of vacancies by direct recruitment.

5. The conclusion, therefore, is that adequate opportunities for qualifying for promotion as Deputy Collectors exist even now: only, these are opportunities not for direct promotion as Deputy Collectors but for competitive selection thereto. Secondly whether the request of the Association can be granted is a matter of policy which has go to be judged with reference to the interests of the Revenue department men on the one side and the efficiency of its administration as a whole on the other.

6. The same remarks apply with slight modifications, as regards C.T.Os. The general tendency for the Sales Tax department will in future be to become a more specialised one wit greater emphasis on knowledge of accounts, auditing and so forth. In fact, under the draft rules for the department which are now under discussion in the Secretariat, a qualification in accountancy has been suggested. Without acquiring this special qualification, Secretariat men are likely to be even less useful as C.T.Os. than as Deputy Collectors.

P.T.O....

7: The request of the Associationmay be negatived.

8. If, however, Government want this to be examined in further detail, the Board and the other departments of the Secretariat will be consulted.

sd. x x x,
26-11-47

H.M.(L.R) sd.x x x, 2/2/
H.M.(Fin) sd.B.G.R., 3/2/

TO A.S.

Please see Secretary's note from the bottom of page.31 ante and the orders in circulation above.

2. ~~The~~ With reference to 'A' in Secretary's note on page 33 ante, attention is invited to the orders in G.O.Ms.No.3003, Public (Services), dated 6-11-1947. No actior is therefore called for in regard ton'A' on page 33 ante.

3. The request of the Association is presumably to be negatived - vide orders above. If so, the draft order below is for approval. (The Board of Revenue has separately reported that it is not in favour of amending rule 2 of the Special Rules for the M.C.S.(Executive Branch). So as to admit of the transfer of the members of the Ministerial Service and the Madras Secretariat Service to the Madras Civil Service (Executive Branch). The proposed amendment to the Madras Civil Service (Executive Branch)Rules has been dropped).

sd. x x x,
27-2-48.

/True Copy/
S. Jayaraman
1.4.54.
OFFICE ASSISTANT,
MADRAS RECORD OFFICE.

RS/2/2/1954.

21/9/54